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Course Report
Mid-Career Course on Foreign Affairs
FSI, Department of State

4 Apr 77

- CIA Representative

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Auth: DDP 77/1111

Date: 01/02/78 Dates - 6 July - 25 September, 1959. (12 weeks full-time)

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I. Course Objectives - (as outlined by FSI)

General - To stimulate in Foreign Service officers at the mid-career point a broad outlook on problems of U. S. foreign policy and Foreign Service Management.

Specific

1. To introduce officers to a series of formal concepts for interpretation of man's social behavior which may assist them to systematize their foreign service reporting and analysis.
2. To acquaint students with the most significant of the other Agencies and branches of government and with certain private interests which have an active concern with and influence on foreign policy.
3. To provide officers with the opportunity for a fresh look at the basic American values and attitudes which underlie our foreign policy.
4. To develop in students better understanding of the managerial task in the Foreign Service, and of the interdependence of the substantive and administrative functions.
5. To utilize training techniques which involve a maximum degree of student participation as well as the broadest basis for realistic evaluation of the executive potential of each individual student.

II. Student Body

The student body consisted of 18 Foreign Service Officers, an Army Colonel (Corps of Engineers-Intelligence), an Air Force Lt. Colonel (AFCIN), two representatives from USIA, one from ICA, and one from CIA.

The Foreign Service students ranged in grade from FSO-6 to FSO-4 (Approximately GS-11 - GS-13), with half the group at the highest level (FSO-4).

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Average length of time in the Foreign Service was 9 years, the range from 7 - 15 years.

The Foreign Service students were selected for the course on the basis of high ratings on fitness reports, the recommendations of their supervisors, and in some cases on the recommendation of the Foreign Service Inspectors - who visit each post periodically.

The students ranged in age from 29 - 47 - the average age was 37.

III. Course Content

The twelve-week course was divided into four major segments as follows:

A. The first two weeks consisted of an Executive Management program, geared specifically toward the middle-grade Foreign Service Officer who will presumably be assuming more general administrative and executive responsibilities during the next few years. This phase of the course was held at the Department of State's out-of-town training site at Front Royal, Virginia. Apparently, the major reason for holding this first two weeks away from Headquarters is to provide an opportunity for students to become acquainted with one another quickly and in an informal setting. The atmosphere is also more conducive to frank and easy discussions of management problems than a Headquarters classroom would be.

For an outsider like myself, this phase would have been more meaningful if it had come later in the course. The course of study assumed a ready knowledge of the inner workings of the State Department and the Foreign Service which the non-State people in the class did not have.

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Nevertheless, the program was well organized by Dr. Saul Moskowitz, who used a combination of guest speakers, case studies, films, and informal discussion sessions.

A good many of the case studies were developed for the FSI by Harbridge House, and were based on actual incidents which had occurred in Foreign Service posts. In some instances, it was not at all difficult for the Foreign Service Officers to identify the personalities involved. While this added to the realism of the situation, in one or two cases it had the effect of generating a "gossip" session which almost defeated the purpose of the case study. The basic idea of having case studies related as closely as possible to the Foreign Service day--to-day operations is sound, however.

By far the most effective and provocative speaker in the Management Program was Dr. Wallace Sayre, Professor of Public Administration at Columbia. He spent two days at Front Royal discussing "The Development of Administrative Thought" and "Current Administrative Theories." His presentations were particularly effective because of his experience as a consultant on both Hoover Commissions, his ready wit, and knowledge of both domestic and foreign administrative structures. He devoted one extremely valuable session to a discussion of the Wriston Plan, its significance and subsequent effect on Foreign Service operations.

Other outstanding speakers in this segment included: Dr. Benno Betteheim, University of Chicago; Dr. Conrad Arnesberg, Columbia University; and Dr. Roland Egger, University of Virginia.

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Dr. Egger, who recently returned from an assignment as administrative consultant to the Government of Pakistan, gave an excellent presentation relating the cultural background of the Pakistanis to their government's administrative structure, pointing out that strengths and weaknesses of a government are to a large extent reflections of the cultural backgrounds and experience of the country and its people.

B. The second portion of the course (approximately 4 weeks) was built around a general study of foreign affairs from the standpoint of the application of the techniques of the behavioral sciences. To the writer, this was the most interesting and challenging phase of the program, and I feel it would have the widest application for officers at the mid-career level both DD/I and DD/P in our own Agency.]

Speakers, mostly university professors, were carefully selected, not only on the basis of reputation in their particular speciality, but also on the basis of their personal experiences and research activities in various parts of the world.

Among the various behavioral sciences which were applied to the study of foreign affairs were: social anthropology, cultural anthropology, psychoanalysis, social psychology, sociology, linguistics, mythology, political science, and philosophy (ethics).

With few exceptions the caliber of the speakers throughout this phase of the course was consistently high. The following selected list of those I considered the most effective speakers and their topics will give the flavor of this phase of the course:

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1. "The Significance of Institutional Patterns in Social Behavior," Dr. John Useem, Michigan State University.
2. "Institutional Patterns in Political and Economic Behavior," Dr. Maurice Levy, Princeton University.
3. "Effects of Modernization on Contrasting Cultural Patterns of China and Japan," Dr. Levy.
4. "Psychological Foundations of Social Attitudes," Professor Joseph Campbell, Sarah Lawrence College.
5. "Effects of Political Communications." Dr. W. P. Davidson, Rand Corporation.
6. "Ideology and Ethics in the Formulation and Implementation of Foreign Policy," Professor Carroll M. Quigley, Georgetown University.

This phase of the course was particularly valuable in providing for the students new insights into the study of human behavior, and new methods of looking at the development of national institutions and cultural patterns, which have a profound effect upon a nation's internal developments as well as its attitudes toward other nations and peoples.

C. The third phase of the course (3 weeks) is primarily concerned with a study of American policy interests, institutions, values and attitudes.

American social and economic structure is discussed, as well as the evaluation of American political thought, the American press, cultural values and trends, and current U. S. economic development policies.

This phase concludes with a brief study of Soviet political, social and cultural attitudes, economic and educational developments, vis a vis those of the United States.

In this phase also, university speakers were used primarily.

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The most effective and pertinent were the following:

1. "Capital, Savings and Investment Factors in Economic Development," Dr. Francis M. Bator, M.I.T.
2. "Continuity and Change in American Social Values," Dr. Clyde Klukhohn, Harvard University. *Added*
3. "Significant Cultural Trends in the United States," Mr. Eric Larabee, Editor, The American Heritage.
4. "Significant Factors in Soviet Economic Development," Professor Warren Eason, Princeton University.
5. "Current Political and Social Attitudes in the USSR,"
[REDACTED]

[REDACTED] presentation was excellent, well-organized and forcefully presented. He covered a broad subject matter area, and in terms of the importance of the subject might well have been allotted two days in the program instead of one.

To many of the group, the presentations on the Soviet Union were the first they had received in a formal manner. Although the State Department does offer a two-week course on Communism, a larger segment of instruction on this subject matter field would have been justified - as the persons in the Mid-Career Foreign Service Officer category do not normally have the opportunity to take the Communism course. Several of the Foreign Service Officers indicated their desire for more lectures in this field.

The bloc dealing with the American Scene paralleled to some extent the "American Outlook" phase of our 1958 JOT Program, except that university rather than government speakers predominated.

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D. The final major bloc of instruction consisted of briefings by officials of certain key elements of the Department of State and other agencies of concern to the Department as well as briefings by members of the legislative branch and the United Nations. It included a three-day trip to United Nations Headquarters in New York. At the U. N., briefings were given by members of the State Department, U. N. Staff, The Secretariat, and by members of three foreign delegations: Ireland, Iraq and France.

The briefings varied considerably in quality. The consensus of opinion of both students and faculty was that the two-day CIA briefings in Central Building were of extremely high quality. Mr. Rivinus, the Course Chairman, felt that a tremendous improvement had been made over previous presentations. The emphasis on DD/P operations, which is the aspect of our work with which the Foreign Service Officers are most concerned, was particularly appreciated. Many of them told me after the briefings that they would now be in a much better position to understand our activities and offer cooperation in the field. Those CIA briefings considered the most effective were by [REDACTED] who spoke about the duties of the Chief of a Field Station, based on his personal experiences in [REDACTED] who spoke on Covert Operations.

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Other Agencies which provided briefings either at their own establishments or at the FSI included the following:

1. "Analysis of U. S. Military Capability," a two-day briefing by JCS staff officers at the Pentagon. Briefings here, given by a number of officers, varied from excellent to quite poor.

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2. "U. S. Membership in U.N.O.," Francis Wilcox, Ass't. Secretary of State.
3. "State-Congressional Liaison" Philip Claxton, Deputy Ass't. Secretary of State.
4. "National Indications Center" given at the Center by U.J. Hitchcock.
5. "National Security Council" Gordon Gray, Special Ass't. National Security Affairs.
6. "U.S. Interest in Space," W. H. Godel, ARPA.

Briefings were also given by representatives at the policy level of INR/State, ICA., USIA, and the Department of Commerce.

By and large, the quality of both organization and presentation in the government briefings was below that of the university speakers. Notable exceptions to this were the CIA program, and the speakers from USIA and ICA. In some cases speakers were not too well prepared and spoke in an impromptu fashion. Despite these shortcomings the briefings were worthwhile and extremely informative; particularly for those who had just returned from lengthy overseas tours, and were going into Headquarters assignments, or for those who had had little or no liaison experience.

E. The final week of the course was devoted to oral presentations of theses presented by each of the students. Graduation ceremonies were held on the final day and included an informal address by the Undersecretary of State for Administration, Loy Henderson.

IV. Methods of Instruction

A. Great stress is laid on student participation. Throughout the course

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students are assigned to various seminar groups, which prepare oral presentations and lead group discussions. A group of seminar panels prepares new subject material for oral presentation and discussion once a week. A group of substantive panels reviews bi-weekly for the entire group the lectures and material presented during each two-week period and reviews additional reading material assigned to its particular group.

Each student is assigned to both a substantive panel and a seminar panel. This procedure provides each student an opportunity for three formal oral presentations: once on each panel, and in the final week the oral presentation of his thesis.

B. The Course Thesis. Shortly after mid-point in the course each student is assigned a general area for his 5,000 word thesis. The thesis must utilize one of the methods of analysis described in the course, and must necessarily be limited in scope. Virtually no class time is allotted for this thesis, which must be ready for oral presentation during the final week of the course, and must be turned in in final written form one week after the close of the course. My subject was The Analysis of the U. S. Response to the Soviet Economic Offensive in Afghanistan. A copy of the thesis is attached to this report.

The writer, as well as a number of other students, felt that the thesis would have been a more useful exercise had more time been allowed for researching, and had it not been limited to the use of a single analytic method. However, I found it an extremely worthwhile exercise, since it increased my knowledge and understanding of both the Soviet and U. S.

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economic development programs, and gave me a basic introduction to Afghanistan, a country which I knew little about.

C. Other Methods of Instruction. Films are used on a very limited basis, and not too much attention was paid to quality of visual aids. Regular weekly reading assignments - in addition to supplementary reading assignments for the panels and the thesis make reading a significant part of the course. The Agency Representative should expect to do 2-3 hours of reading per night, during most of the course, and this amount would be increased during the period when he is developing his thesis.

V. Course Management

A. The Course Chairman was Mr. Edward Rivinus, a very competent senior Foreign Service Officer with an intellectual, although not an academic viewpoint. The course in its present form is essentially his product. Lectures were so arranged so that students could do 1 - 2 hours of library work each day. Most materials were unclassified and could be taken home.

B. Social events take place every two or three weeks and are handled by a student Steering Committee. Every effort is made to make the program as informal as possible. Students are encouraged to lunch with the speakers, so as to be able to talk with them in a more informal atmosphere.

Administrative details, transportation arrangements, etc., are handled by a "Program Assistant" assigned to the Course Director.

VI. General Comments

A. I feel the course has been a tremendously broadening experience for me

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both professionally and personally, especially in contributing to my knowledge of the various approaches to the study of foreign affairs. In addition, a good many personal contacts were made with FSO's and FSI staff members which might be of value in a future assignment. Exposure to FSI training methods was also of considerable benefit.

B. There were no security problems involved by my presence in the course. I was identified from the outset as the CIA Representative and although I received some gentle (occasionally not so gentle) kidding, I did not feel that my fellow students were probing or interested in learning about detailed operations. They were actually a more security conscious group than I had anticipated. The FSO's were obviously aware of the general nature of our field activities.

C. The course as a whole is conducted on a high level. Students are recognized and treated as experienced officers who are cognizant in the field of foreign affairs. An Air Force Lt. Col., a fellow student in the course, told me that he felt the course was at least at the same level as the Command and General Staff School at Fort Leavenworth (which he had attended) if not higher.

D. According to Mr. Harold Hoskins, Director, FSI, the Mid-Career Course is seen as the key, pivotal training course in the Foreign Service Officer Development Program. It is viewed as a program in which officers with better than average performance records can be given an opportunity to broaden their outlook on foreign affairs, their administrative capabilities, and their skills in oral and written presentation. Most students felt that

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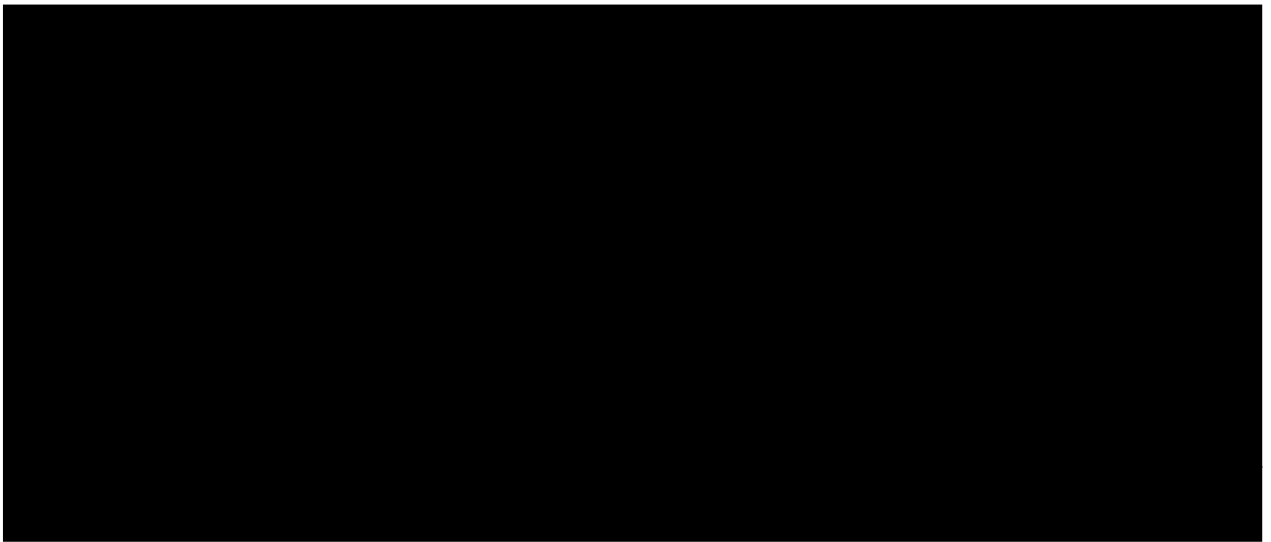
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it was an "honor" to have been selected for the course.

E. There are many elements in the program which could be integrated into a Mid-Career Program of our own. I am drafting separately for the Chief, Intelligence School, a proposal for the development of such a program within the Agency.

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